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THE FEDERAL BOARD FOR VOCATIONAL EDUCATION

SERVICE MONOGRAPHS OF THE UNITED STATES GOVERNMENT

№6

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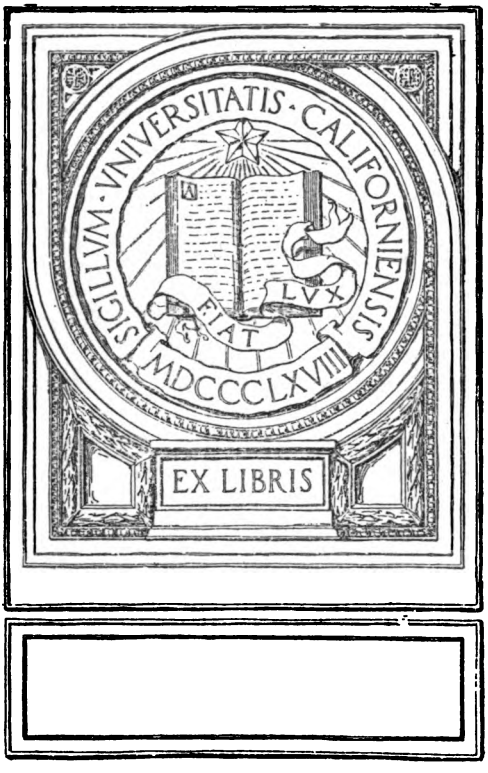

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THE FEDERAL BOARD FOR VOCATIONAL EDUCATION

ITS HISTORY, ACTIVITIES AND ORGANIZATION

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THE INSTITUTE FOR GOVERNMENT RESEARCH

Washington, D. C.

The Institute for Government Research is an association of citizens for coöperating with public officials in the scientific study of government with a view to promoting efficiency and economy in its operations and advancing the science of administration. It aims to bring into existence such information and materials as will aid in the formation of public opinion and will assist officials, particularly those of the national government, in their efforts to put the public administration upon a more efficient basis.

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INSTITUTE FOR GOVERNMENT RESEARCH

SERVICE MONOGRAPHS
OF THE
UNITED STATES GOVERNMENT
No. 6

THE FEDERAL BOARD FOR VOCATIONAL EDUCATION

ITS HISTORY, ACTIVITIES AND ORGANIZATION

UNIV. OF CALIFORNIA

BY
W. STULL HOLT

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NEW YORK LONDON
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FOREWORD

The first essential to efficient administration of any enterprise is full knowledge of its present make-up and operation. Without full and complete information before them, as to existing organization, personnel, plant, and methods of operation and control, neither legislators nor administrators can properly perform their functions.

The greater the work, the more varied the activities engaged in, and the more complex the organization employed, and more imperative becomes the necessity that this information shall be available—and available in such a form that it can readily be utilized.

Of all undertakings, none in the United States, and few, if any, in the world, approach in magnitude, complexity, and importance that of the national government of the United States. As President Taft expressed it in his message to Congress of January 17, 1912, in referring to the inquiry being made under his direction into the efficiency and economy of the methods of prosecuting public business, the activities of the national government "are almost as varied as those of the entire business world. The operations of the government affect the interest of every person living within the jurisdiction of the United States. Its organization embraces stations and centers of work located in every city and in many local subdivisions of the country. Its gross expenditures amount to billions annually. Including the personnel of the military and naval establishments, more than half a million persons are required to do the work imposed by law upon the executive branch of the government.

"This vast organization has never been studied in detail as one piece of administrative mechanism. Never have the foundations been laid for a thorough consideration of the relations of all its parts. No comprehensive effort has been made to list its multifarious activities or to group them in such a way as to present a clear picture of what the government is doing. Never has a complete description been given of the agencies through which these activities are performed. At

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no time has the attempt been made to study all of these activities and agencies with a view to the assignment of each activity to the agency best fitted for its performance, to the avoidance of duplication of plant and work, to the integration of all administrative agencies of the government, so far as may be practicable, into a unified organization for the most effective and economical dispatch of public business."

To lay the basis for such a comprehensive study of the organization and operations of the national government as President Taft outlined, the Institute for Government Research has undertaken the preparation of a series of monographs, of which the present study is one, giving a detailed description of each of the fifty or more distinct services of the government. These studies are being vigorously prosecuted, and it is hoped that all services of the government will be covered in a comparatively brief space of time. Thereafter, revisions of the monographs will be made from time to time as need arises, to the end that they may, as far as practicable, represent current conditions.

These monographs are all prepared according to a uniform plan. They give: first, the history of the establishment and development of the service; second, its functions, described not in general terms, but by detailing its specific activities; third, its organization for the handling of these activities; fourth, the character of its plant; fifth, a compilation of, or reference to, the laws and regulations governing its operations; sixth, financial statements showing its appropriations, expenditures and other data for a period of years; and finally, a full bibliography of the sources of information, official and private, bearing on the service and its operations.

In the preparation of these monographs the Institute has kept steadily in mind the aim to produce documents that will be of direct value and assistance in the administration of public affairs. To executive officials they offer valuable tools of administration. Through them, such officers can, with a minimum of effort, inform themselves regarding the details, not only of their own services, but of others with whose facilities, activities, and methods it is desirable that they should be familiar. Under present conditions services frequently engage in activities in ignorance of the fact that the work projected has already been done, or is in process of execution by other services. Many cases exist where one service could make effective use of the organization, plant or results of other serv-

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ices had they knowledge that such facilities were in existence. With the constant shifting of directing personnel that takes place in the administrative branch of the national government, the existence of means by which incoming officials may thus readily secure information regarding their own and other services is a matter of great importance.

To members of Congress the monographs should prove of no less value. At present these officials are called upon to legislate and appropriate money for services concerning whose needs and real problems they can secure but imperfect information. That the possession by each member of a set of monographs, such as is here projected, prepared according to a uniform plan, will be a great aid to intelligent legislation and appropriation of funds can hardly be questioned.

To the public, finally, these monographs will give that knowledge of the organization and operations of their government which must be had if an enlightened public opinion is to be brought to bear upon the conduct of governmental affairs.

These studies are wholly descriptive in character. No attempt is made in them to subject the conditions described to criticism, nor to indicate features in respect to which changes might with advantage be made. Upon administrators themselves falls responsibility for making or proposing changes which will result in the improvement of methods of administration. The primary aim of outside agencies should be to emphasize this responsibility and facilitate its fulfillment.

While the monographs thus make no direct recommendations for improvement, they cannot fail greatly to stimulate efforts in that direction. Prepared as they are according to a uniform plan, and setting forth as they do the activities, plant, organization, personnel and laws governing the several services of the government, they will automatically, as it were, reveal, for example, the extent to which work in the same field is being performed by different services, and thus furnish the information that is essential to a consideration of the great question of the better distribution and coördination of activities among the several departments, establishments, and bureaus, and the elimination of duplications of plant, organization and work. Through them it will also be possible to subject any particular feature of the administrative work of the government to exhaustive study, to determine, for example, what facilities, in the way of laboratories and other plant and

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equipment, exist for the prosecution of any line of work and where those facilities are located; or what work is being done in any field of administration or research, such as the promotion, protection and regulation of the maritime interests of the country, the planning and execution of works of an engineering character, or the collection, compilation and publication of statistical data, or what differences of practice prevail in respect to organization, classification, appointment, and promotion of personnel.

To recapitulate, the monographs will serve the double purpose of furnishing an essential tool for efficient legislation, administration and popular control, and of laying the basis for critical and constructive work on the part of those upon whom responsibility for such work primarily rests.

Whenever possible the language of official statements or reports has been employed, and it has not been practicable in all cases to make specific indication of the language so quoted.

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THE FEDERAL BOARD FOR VOCATIONAL EDUCATION

ITS HISTORY, ACTIVITIES, AND ORGANIZATION

CHAPTER I

HISTORY

The Federal Board for Vocational Education is an independent establishment, created in 1917, having for its general function to study the problems of vocational education, to supervise the work in vocational education by the states aided by federal grants, and to supervise and study the work in rehabilitating persons disabled in industry by the states aided by federal grants.

Early Grants for Vocational Education. Prior to the creation of the Federal Board for Vocational Education the federal government had given assistance on several occasions to various forms of vocational education. These were not part of a broad comprehensive scheme but were sporadic gifts resulting from the efforts of a small group of men. In each case they had to do with vocational education in the colleges.

Provision was first made for the giving of federal aid for vocational education by the Morrill Act of 1862 (12 Stat. L., 503). This was "An Act donating Public Lands to the several States and Territories which may provide Colleges for the Benefit of Agriculture and the Mechanic Arts." Under its provisions tracts of public land were granted to the states to be sold, and the proceeds were to form a perpetual fund, the interest of which was to be used to endow at least one college, "where the leading object shall be to teach such branches of learning as are related to agriculture and the

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mechanic arts." The grant of public lands provided for was soon accepted by the legislatures of the states loyal to the government, and after the end of the war the benefits of the grants were extended to those states which had been out of the Union when the act became a law. Within ten years of the act thirty-one colleges were receiving aid under it, and by 1916 the number had increased to fifty.

The next instance of government aid was the Hatch Act of 1887 (24 Stat. L., 440). This provided for an annual direct appropriation of $15,000 per year from the proceeds of the sale of public lands to each state for the maintenance of an agricultural experiment station, to conduct researches or experiments bearing directly on agriculture. In 1906 the Adams Act (34 Stat. L., 63) increased this annual appropriation to $30,000, and removed the restriction which said that the money was to come from the proceeds of the sale of public lands.

A long campaign for additional funds for land-grant colleges ended in the Second Morrill Act of 1890 (26 Stat. L., 417). This gave to each state, for the benefit of colleges established under the Morrill Act of 1862, an annual appropriation beginning with $15,000 and increasing a thousand dollars a year until the amount reached $25,000, at which figure it was to remain. In 1907 an amendment to the annual appropriation bill for the Department of Agriculture (34 Stat. L., 1256) increased the amount given each state for the benefit of land grant colleges by $5000 a year until the annual appropriation was $50,000.

Finally in 1914 came the Smith-Lever Act (38 Stat. L., 372). This provided for an annual appropriation of $10,000 to each state and an additional increasing grant which would reach its maximum of $4,100,000 at the end of eight years. This amount was to be divided among the states according to their rural population. It further required that each state or the local authorities in it appropriate an equal amount to be used in accomplishing the work provided for by the act.

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With this money the land-grant colleges were to diffuse among the people useful and practical information on subjects relating to agriculture and home economics, by means of publications, instruction, and practical demonstrations.

Demand for Federal Aid for Vocational Education of Less Than College Grade. All these grants had been for vocational education of college grade. Meanwhile there had arisen a widespread and increasing demand for federal aid for vocational education in the lower schools. Among its advocates were educators, reformers, manufacturers, and labor organizations. The American Federation of Labor from 1903 on, consistently and unremittingly advocated the establishment of industrial education in the schools. A very large number of labor unions went on record from time to time as approving bills for vocational education that happened to be before Congress. The National Society for the Promotion of Industrial Education, including among its members representatives of practically all the trade unions and of all the prominent manufacturers' associations, was formed in 1906. Since that time it has played a prominent part in the movement. The Chamber of Commerce of the United States in 1913 and again in 1916 adopted resolutions strongly endorsing the principle of liberal appropriations by the federal government for the promotion of vocational education in the states.

This public sentiment was reflected in Congress where bills for this purpose became more and more frequent. There was not a session of Congress from 1910 on when one or more bills, touching on some phase of vocational education, were not introduced. The pressure continued until it culminated in the creation of a Federal Commission on National Aid to Vocational Education. (38 Stat. L., 767, approved Jan. 20, 1914.) Congress authorized the President to appoint the nine members of the commission who were "to consider the subject of national aid for vocational education and report their findings and recommendations not later than June 1 next."

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The commission held extensive hearings and made a lengthy report. It found that—

There is a great and crying need of providing vocational education of this character for every part of the United States —to conserve and develop our resources; to promote a more productive and prosperous agriculture; to prevent the waste of human labor; to supplement apprenticeship; to increase the wage earning power of our productive workers; to meet the increasing demand for trained workmen; to offset the increased cost of living. Vocational education is therefore needed as a wise business investment for this nation, because our national prosperity and happiness are at stake and our position in the markets of the world cannot otherwise be maintained.

It was also found that federal aid was necessary:

1. To make the work of vocational training possible in those states and localities already burdened with the task of meeting the requirements for general education.
2. To help the states, with their widely varying resources, bear the burden of giving vocational education as a national service.
3. To equalize among the states the task of preparing workers whose tendency to move from place to place is increasing, making their training for a life work a national as well as a state duty and problem.
4. To secure national assistance in solving a problem too large to be worked out extensively and permanently save by the whole nation.
5. To give interest and prestige in the states to the work of preparing our youth for useful and productive service.
6. To secure expert information from the agencies of the national government, bringing to bear a country-wide knowledge and viewpoint, which will put the work of the states on a scientific and business-like basis.

The recommendations of the commission were incorporated into a bill that was immediately introduced, but owing to the congestion of business and for other reasons not connected with the merits of the matter, it was not pressed at that time.

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Creation of the Federal Board for Vocational Education. It was not until February 23, 1917 that the Smith-Hughes Act, containing only minor variations from the recommendations of the commission, was approved (39 Stat. L., 929). Under its provisions the states got three appropriations on condition that they or the local communities, or both, should spend an equal amount for the same purposes. The first was for the purpose of coöperating with the states in paying the salaries of teachers, supervisors, or directors of agricultural subjects. It began with $500,000 a year and was to increase annually until 1926 when it would amount to $3,000,000, at which figures it would remain permanently. This was to be divided among the states according to their rural population. The second appropriation was for the purpose of coöperating with the states in paying the salaries of teachers of trade, home economics, and industrial subjects. It, too, began with $500,000 a year and was to reach its maximum of $3,000,000 a year in 1926. Not more than twenty per cent of it could be used for the salaries of teachers of home economic subjects. The money was to be allotted on the basis of urban population. The third appropriation was to aid in preparing teachers, supervisors and directors of agricultural subjects and teachers of trade, industrial, and home economic subjects. It began with $500,000 and reached its maximum of $1,000,000 a year in 1921. It was to be allotted according to total population.

The act provided that in order to secure the benefits of the appropriations the states had to accept the provisions of the act through their legislatures, or temporarily through their governors. They had also to designate or create a state board of at least three members having the necessary power to coöperate with the Federal Board in the administration of the act.

It further provided:

SEC. 6. That a Federal Board for Vocational Education is hereby created, to consist of the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the United

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States Commissioner of Education, and three citizens of the United States to be appointed by the President, by and with the advice and consent of the Senate. One of said three citizens shall be a representative of the manufacturing and commercial interests, one a representative of the agricultural interests, and one a representative of labor. The board shall elect annually one of its members as chairman. In the first instance, one of the citizen members shall be appointed for one year, one for two years, and one for three years, and thereafter for three years each. The members of the board other than the members of the Cabinet and the United States Commissioner of Education shall receive a salary of $5,000 per annum.

The board shall have power to coöperate with State boards in carrying out the provisions of this Act. It shall be the duty of the Federal Board for Vocational Education to make, or cause to have made studies, investigations, and reports, with particular reference to their use in aiding the states in the establishment of vocational schools and classes and in giving instruction in agriculture, trades and industries, commerce and commercial pursuits, and home economics.

The board was to approve or disapprove the programs that would be submitted to it by the state boards. These plans would show the kinds of vocational education for which the appropriation would be used; the kinds of schools and equipment; the courses of study; the methods of instruction; the qualifications of teachers, supervisors, or directors; and the plans for the training of teachers. The Federal Board was also to ascertain whether the states were using the money received by them in accordance with the provisions of the act. To enable it to carry out this supervision, to make the necessary studies and investigations, and to pay the officers and administration expenses, the Federal Board was to receive $200,000 annually.

Work of the Board Under the Smith-Hughes Act.[1] Immediately after organizing the board established contact with

[1] A detailed discussion of the particular activities will be found in the following chapter.

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the states. It did this through a series of conferences with representatives of state boards of education and vocational education. At these conferences the purpose of the law was discussed with particular reference to the general principles upon which it is based and the methods by which these principles should be brought into practice. The states were quick to take advantage of the act and by Dec. 31, 1917, every one of the forty-eight states had accepted its provisions either through their legislature or governor.[1] Each one had also submitted plans for the current year which had met with the approval of the Federal Board. Federal agents were sent in the field to examine the work being done by the states and to see that it corresponded to the plans they had submitted. The total number of pupils enrolled in vocational courses in schools federally aided for the year ended June 30, 1918, was 164,186. For the year ended June 30, 1921, the number had increased to 305,224.

The authority to make studies, investigations, and reports was used freely by the board and a large number of bulletins have been published. It was in this connection that the board did its first war work. The demands of the army and the war industries greatly exceeded the number of skilled workmen in certain lines. A call was made by the Federal Board on the state boards for the establishment of evening industrial classes in which conscripted men would be trained to meet the demands of army occupations before entering the service and in which those employed in essential war industries might secure further training fitting them for the better discharge of their duties or for promotion to more responsible positions. To aid in this work and at the request of the War Department, the Federal Board issued nine bulletins giving courses of instruction in mechanical and technical lines. These were used by civilian schools and by special schools established by different branches of the War Department.

[1] The action of the governors has since been ratified by their respective legislatures in each case.

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The Work of the Board in Rehabilitating Disabled Veterans. Among the studies conducted by the board were several on the question of the vocational reëducation and placement of disabled soldiers and sailors. This problem was occupying the attention of other organizations. The war-risk insurance bill, as originally drafted, contained a promise of vocational training to men disabled in the service but made no provisions for carrying it out. After much informal discussion the matter was brought to the attention of the President, who authorized the Secretary of War to call a conference of representatives of the bodies interested. The conference met and appointed a subcommittee to draw up a suitable bill for presentation to Congress. The committee represented the Office of the Surgeon General of the Army, the Bureau of Medicine and Surgery of the Navy, the hospitals for the insane under jurisdiction of the Department of the Interior, the Council of National Defense, the United States Bureau of Education, the Department of Labor, the Bureau of War Risk Insurance, the United States Employees' Compensation Commission, the United States Public Health Service, the Federal Board for Vocational Education, the American Red Cross, the Chamber of Commerce of the United States, the National Association of Manufacturers, the American Federation of Labor, and the medical profession. It presented a report embodying a bill substantially similar to that passed subsequently by Congress except that the rehabilitation work was to be administered by a commission of five representing the Surgeon General of the Army, the Bureau of Medicine and Surgery of the Navy, the Department of Labor, the Bureau of War Risk Insurance, and the Federal Board for Vocational Education.[1] When the act was passed (approved June 27, 1918; 40 Stat. L., 617) the administration of the work was not placed with a special commission as recommended, but

[1] The proposed bill also included provisions for the rehabilitation of disabled civilians. These were later expanded into the Industrial Rehabilitation Act.

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with the Federal Board for Vocational Education. It became the duty of the board to furnish vocational rehabilitation to every person disabled while serving in the Army or Navy.

Under the act a man could not be placed in training by the board until he had been awarded compensation by the Bureau of War Risk Insurance. This plan involving contingent and dual administration did not work out successfully. After the armistice disabled men were discharged at so rapid a rate that the Bureau of War Risk was unable to keep up with the task of determining the compensability of the disabled men. The congestion was so bad and the urgency so great that the board strained certain sections of the law so as to support some penniless disabled men whose cases were pending. The difficulty was too great, however, to be solved by such measures, so the board and the War Risk Bureau jointly asked Congress for an amendment to the Rehabilitation Act.

This amendment which became a law on July 11, 1919 (41 Stat. L., 159), put the whole responsibility for determining the eligibility of disabled men for training and for maintaining them upon the Federal Board; thus enabling that body to proceed without waiting for the decisions of the Bureau of War Risk Insurance. The board was to furnish training free to all persons suffering from at least ten per cent disability, and in cases where the injuries were of such a nature that the disabled man in the opinion of the board could not resume his former occupation or enter upon some other occupation successfully the board was to support the man while in training.

Although no longer dependent on the action of the Bureau of War Risk Insurance the board was confronted with many and large problems. Its solution or attempts at the solution of them aroused much criticism. As early as October, 1919, a resolution calling for an investigation was introduced in Congress but no action was taken at that time. In February, 1920, the New York Evening Post began a series of articles written by a man specially assigned to the investigation of

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the rehabilitation of the disabled soldiers. In them the board was severely criticised and specific charges were made. These crystallized the widespread discontent and led to an extended investigation by the House Committee on Education. The committee reported its findings and recommendations on June 4, 1920 (H. Report 1104, Sixty-sixth Congress, Second Session), the most important being the recommendation to combine the Rehabilitation Division of the Federal Board with the Bureau of War Risk Insurance and with that part of the Public Health Service dealing with ex-service men.

During the spring and summer of 1920 the board partly reorganized the rehabilitation division, the changes tending towards a decentralization of authority and of the work. Criticism became quiet. But only temporarily, however, for it was not long before complaints were again heard. In December, 1920, the New York Evening Post published a second series of articles, in which it again attacked the work of the board. It alleged that the reorganization had been only "on paper" and that the evils it had formerly complained of still persisted. No action was taken by Congress probably because of the impending change of administration. But the new administration had not been long installed before President Harding appointed a commission, headed by General Dawes, to investigate all the agencies for the relief of disabled soldiers. The commission met on April 5 and within a week made its report. During this time it consulted with experts and the various government officials engaged in dealing with disabled ex-service men. The chief recommendation made in the report was that the Vocational Rehabilitation Division of the Federal Board, the Bureau of War Risk Insurance, and that part of the Public Health Service dealing with ex-service men should be combined in one organization under an able administrator. "It cannot be too strongly emphasized," said the report, "that the present deplorable failure on the part of the government to care for the disabled veterans

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is due in large part to an imperfect organization of government effort."

This suggested reform was embodied in the Sweet Bill, which was introduced into Congress immediately after the commission had reported. It provided for the creation of an independent bureau in which the three services dealing with the disabled ex-service men were to be merged. When this became a law on August 9, 1921 (Public—No. 47, 67th Congress), the work of the Federal Board in vocational rehabilitation was ended.

Some idea of the size of the task can be realized from the facts that on August 15, 1921, there were 89,250 men in training in about three thousand schools and colleges throughout the country and that there were over six thousand employees of the Federal Board in the Vocational Rehabilitation Division. For this work Congress appropriated:

Without year	$8,000,000
Fiscal year ending June 30, 1920	31,000,000
Fiscal year ending June 30, 1921	105,000,000
Fiscal year ending June 30, 1922	65,000,000
Total	$209,000,000

The Civilian Vocational Rehabilitation Act. During the discussion preceding the passage of the Vocational Rehabilitation Act, it was suggested that a similar work be done for the thousands of persons injured in industry. These suggestions came partly from Congressmen and partly from outside sources, such as state labor commissioners. Accordingly one section of the original bill provided for the extension of the benefits of rehabilitation to disabled civilians. But because of the desire to remove any possibility of delay in the passage of the soldiers' relief legislation, the section was dropped and the matter was not pressed at that time. It reappeared very soon, however, as a separate bill and after

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comparatively little discussion became law on June 2, 1920 (41 Stat. L., 735).

The act was modeled very closely after the Vocational Education Act. The actual work was to be done by the states, aided by federal grants. The Federal Board for Vocational Education was to supervise the expenditure of this and to conduct studies and investigations which would be of aid to the states in carrying on their work.

It provided for an appropriation to the states of $750,000 for the fiscal year ending June 30, 1921, and of $1,000,000 annually for the following three years "in order to provide for the promotion of vocational rehabilitation of persons disabled in industry or in any legitimate occupation and their return to civil employment." The money was to be divided among the states according to population, but each state was guaranteed a minimum of $5,000 a year.

The procedure necessary on the part of the state to secure the benefits of the appropriations was similar to that stipulated in the Smith-Hughes act. Each state had to accept the provisions of the act; empower the state board for vocational education to administer the act; provide for the supervision and support of the courses of vocational rehabilitation to be provided by the state board in carrying out the provisions of the act; and to see that for every federal dollar spent there should be expended in the state under the supervision and control of the state board at least an equal amount for the same purpose. The state board was required to submit to the Federal Board an annual report showing (*a*) the kinds of vocational rehabilitation and schemes of placement for which it is proposed the appropriation shall be used; (*b*) the plan of administration and supervision; (*c*) the courses of study; (*d*) the methods of instruction; (*e*) qualification of teachers, supervisors, directors, and other necessary administrative officers or employees; and (*f*) the plans for the training of teachers, supervisors, and directors.

The Federal Board for Vocational Education was required

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to coöperate with the states in carrying out the purposes and provisions of the act. Particularly it was to examine the plans submitted by the state boards and approve them if believed to be feasible and found to be in conformity with the provisions of the act, and to ascertain annually whether the several states were using or preparing to use the money received by them in accordance with the act. To pay for the necessary administrative expenses and to make studies, investigations, and reports regarding the vocational rehabilitation of disabled persons there was appropriated to the Federal Board $75,000 annually for a period of four years.

The act gave a very liberal interpretation of the term "persons disabled." It said that the term "shall be construed to mean any person who, by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury or disease, is, or may be expected to be, totally or partially incapacitated for remunerative occupation."

Subsequent History. In October a conference of representatives of state boards for vocational education from states east of the Mississippi was held at Washington, D. C. Representatives of safety, accident, and compensation commissions, chambers of commerce, labor unions, employers' associations, and educational institutions also participated in the conference, which devoted much of its time to discussing the ways and means of achieving the purpose of the Civilian Vocational Rehabilitation Act. A similar conference was held in November at Salt Lake City for the states west of the Mississippi. In addition to this method of informing the states of the proper procedure to take advantage of the act, the board wrote letters to the various state legislatures and published a bulletin containing a general statement of policies. By October 1, 1921, thirty-five states had accepted the provisions of the act either by legislation or by proclamation of the governor. Of this number, thirty-three had submitted their plans, which were approved by the Federal Board.

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CHAPTER II

ACTIVITIES

As indicated in the preceding chapter, the Federal Board for Vocational Education has two distinct fields of operation: (1) vocational education; (2) vocational rehabilitation of persons disabled in industry or otherwise. In both the activities of the Federal Board are confined to the supervision of the work which is actually done by the states and to the study of the general subject. In this chapter each field will be taken up in turn and the specific activities of the board in each will be discussed.

In Vocational Education. The basic activity of the Federal Board is the supervision of the expenditure of the money given by the federal government to the states for vocational education. Although this involves the whole policy and plans of the state, the supervision is limited to seeing that the provisions of the act are complied with. The Federal Board has no positive dictatorial powers but only the right to disapprove. There are two main ways in which this supervision is accomplished: (1) through the study of information supplied by the various state boards, and (2) through the reports of federal agents.

As the law specifically requires, the state boards submit for the approval of the Federal Board plans showing the kinds of vocational education for which it is proposed that the appropriation shall be used; the kinds of schools and equipment; courses of study; methods of instruction; qualification of teachers; and, in the case of agricultural subjects, the qualifications of supervisors and directors; plans for the training of teachers; and in the case of agricultural subjects, plans

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for the supervision of agricultural education. The state board also makes an annual report on the work done in the state and on the receipt and expenditure of money under the law. In addition to these the Federal Board from time to time requests the state boards for such special reports as it may happen to need.

Agents have been appointed by the Federal Board to coöperate with the state boards and to inspect the work being done by the states. The country is divided into four geographical regions: North Atlantic, Southern, Central, and Pacific. An agent is assigned to each for trade and industrial education, another for agricultural education, and two agents cover the four regions for home economics education. In addition the Trade and Industrial Education Service has a special agent for foremanship and instructor training and another for girls and women. The Agricultural Education Service has a special agent for colored schools. All these federal agents act as administrative representatives of the Federal Board in the field, gather information regarding methods adopted by the several state boards, and inspect the work of the state boards in so far as it has to do with the requirements of the law, with the decisions and policies of the Federal Board, and with the approved plans for the states. Although they inspect schools to determine whether or not the state is carrying out the plan agreed upon, the agents of the Federal Board do not deal with the individual school but only with the state board.

Special services are frequently rendered at the request of state boards or industrial plants to aid in the demonstration or development of some desirable piece of vocational training. The following are examples selected from a list of the more important pieces of special service done during the past two years by the Trade and Industrial Education Service:

Colorado Fuel and Iron Company, Pueblo, Colorado

A study of the needs for vocational education in the Min-

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nequa Steel Works. This study resulted in the establishment of part-time apprentice training at the steel works and also stimulated evening schools.

Atchison, Topeka and Sante Fe Railroad

An analysis of the railway machinists' and boilermakers' trades for the purpose of determining the content of instruction for apprentice part-time and evening schools.

E. I. Dupont de Nemours Co., Harrison Plant, Philadelphia

Research work on foremanship training resulting in preparation of complete analysis of the foreman's responsibilities. These publications have been widely used in the promotion of foreman training throughout the country.

The Vocational Commercial Education Service was at first restricted to research work only because no money was appropriated to aid in paying the salaries of teachers of commercial subjects. However, the Federal Board in interpreting the law ruled that "Federal moneys may be used in part-time schools and classes for the salaries of instructors in . . . commercial and general educational subjects" under certain conditions. Since July 1, 1918, when that ruling became effective, the Vocational Commercial Education Service has had contact with the state boards and has done work similar to that of the other services in approving plans, inspecting classes, and advising and helping teachers. In addition special service has been given in assisting in the state syllabi of New York, California, and Ohio and in numerous city syllabi; in developing particular courses of study for institutions such as Hampton Normal and Industrial School, the California State Polytechnic Institute, etc., and in making surveys to ascertain the needs in commercial education in Baltimore and Charleston.

Another plan used to establish contact and insure coöperation with the states is that of holding conferences every year with representatives of the states. In addition to the national conference there are regional conferences in each of

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the five regions and on occasions the separate services have a special meeting for their field.

The first national conference was held at Washington in August, 1917. At it the general principles of the law and the methods of applying them were explained to the representatives of the states. A series of memoranda embodying a statement of the policies of the Federal Board was prepared for the information of state officials and others concerned in the work. Naturally at first the attention of these conferences was centered on the legal and administrative aspects of the state and federal acts. As the provisions of the law became better known and the details of administration worked out, they became clearing houses for the exchange of experiences. And at the regional conferences in 1921 a further step was taken, when special agents of the Federal Board conducted short intensive courses in technical instruction in several different lines to develop an increasing number of people who can do effective work in the states.

Each year so far the Federal Board has approved plans from every one of the states, but the states have not used all of the Federal appropriations available. During the year ended June 30, 1918, they used fifty per cent of the funds available; during the next two fiscal years they used sixty-seven per cent. and eighty-one per cent. respectively; and during the year ended June 30, 1921 they used ninety-two per cent. The number of schools federally aided increased from 1741 for the year ended June 30, 1918, to 3859 for the year ended June 30, 1921. During the same time the number of pupils enrolled in vocational courses in schools federally aided, increased from 164,186 to 305,224.[1]

[1] The main purpose of the Smith-Hughes Act was to stimulate and encourage the states to build systems of vocational education adequate to the needs of the country and costing many times the Federal grants. The success of the act depends on how far the states will be induced to do this. Therefore the work done by the states, while outside the scope of this study, will be of great interest to anyone studying the Federal Board. The annual reports of the

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Research Work. The Federal Board was given two duties in the field of vocational education. The first, as indicated above, is that of supervision. The second, is "to make or cause to have made such studies, investigations, and reports, with particular reference to their use in aiding the states in the establishment of vocational schools and classes and in giving instruction in agriculture, trade and industries, commerce and commercial pursuits, and home economics."

In discharging this duty the board published up to October, 1921, sixty-eight bulletins. The investigations and studies of which these are the result are made by the same agents of the board who do the field work. Some of the bulletins are the product of surveys or studies made in industrial plants or of special service rendered to a state. Others have been produced in coöperation with other governmental agencies such as the Department of Agriculture or the Children's Bureau. The bulletins include—[1]

2 on general legal and administrative phases
9 on agricultural subjects
6 on home economic subjects
4 on commercial subjects
29 on trade and industrial subjects
10 on emergency war training in various lines in which there was a shortage of skilled workmen
8 on the vocational rehabilitation of disabled soldiers

In Civilian Vocational Rehabilitation. The second field of operation of the Federal Board is in the vocational rehabilitation of persons disabled in industry or otherwise. Here, as in vocational education, the activities of the board are restricted to supervision and research, the actual work being done by the states.

The law outlines the supervision which the board is to ex-

Federal Board contain much information concerning the progress made by the states.

[1] For a complete list see Appendix 3.

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ercise over the states and defines the duties of the board as being—

(1) to examine plans submitted by the state boards and approve the same if believed to be feasible and found to be in conformity with the provisions and purposes of this act:

(2) to ascertain annually whether the several states are using or are prepared to use the money received by them in accordance with the provisions of this act;

(3) to certify on or before the 1st day of January of each year to the Secretary of the Treasury each state which has accepted the provisions of this act and complied therewith, together with the amount which each state is entitled to receive under the provisions of this act;

(4) to deduct from the next succeeding allotment to any state whenever any portion of the fund annually allotted has not been expended for the purpose provided for in this act a sum equal to such unexpended portion;

(5) to withhold the allotment of moneys to any state whenever it shall be determined that moneys alloted are not being expended for the purposes and conditions of this act:

(6) to require the replacement by withholding subsequent allotments of any portion of the moneys received by the custodian of any state under this act that by any action or contingency be diminished or lost.

This supervision is carried out by the examination and study of the reports made by the state boards, supplemented by visits of agents of the Federal Board. The law specifically requires two reports from the state boards. One contains plans showing (*a*) the kinds of vocational rehabilitation and schemes of placement for which it is proposed the appropriation shall be used; (*b*) the plan of administration and supervision; (*c*) courses of study; (*d*) methods of instruction; (*e*) qualification of teachers, supervisors, directors, and other necessary administrative officers or employees; (*f*) plans for the

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training of teachers, supervisors, and directors. The other is to contain an account of the work done each year in the state and on the receipts and expenditures of money under the provisions of the act.

The period since federal aid became available for civilian vocational rehabilitation has been devoted largely to setting in operation the national program. The activities of the Federal Board, as described in its annual report for the fiscal year 1921 (page 320) have been "(1) the service of carrying to the states information in regard to rehabilitation, and promoting the acceptance of the act by the governor or legislature; (2) the service of assisting in ratification in some states of the governor's acceptance by the legislature with an appropriation for the administration of the rehabilitation work; (3) the service of assisting in setting up efficient organization for inaugurating the work in those states which had accepted the Federal Act." This necessitated numerous conferences with representatives of state boards, compensation agencies, members of state legislatures, social service organizations and others. Besides these individual conferences the board has held eight general conferences, one at Washington for executive officers, state directors, and representatives of compensation boards and commissions east of the Mississippi, another at Salt Lake City for similar bodies west of the Mississippi and the other six conferences were held in conjunction with vocational education conferences. Up to October 1, 1921, thirty-five states had accepted the federal act and administrative machinery for the conduct of vocational rehabilitation work had been set up in twenty-five.

In addition to supervision the Federal Board is authorized to make studies, investigations, and reports regarding the vocational rehabilitation of disabled persons and their placement in suitable or gainful occupations. In the period of a little more than a year after the act was passed, three bulletins were published as a result of this authority. They are:—

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No. 57. A Statement of Policies to be Observed in the Administration of the Industrial Rehabilitation Act
No. 64. General Administration and Case Procedure
No. 70. Services of Advisement and Coöperation

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CHAPTER III

ORGANIZATION

The primary divisions of the Federal Board for Vocational Education are:

1. The Board
2. Administrative Group
3. Vocational Education Division
4. Civilian Rehabilitation Division

The Board. The board is composed of seven members; the Secretary of Commerce, the Secretary of Labor, the Secretary of Agriculture, the Commissioner of Education, and three citizen members. The board is concerned with making policies, the execution of which is left to the administrative head, who is responsible to the board and more immediately to its standing committee composed of the three citizen members.

Administrative Group. The administrative group includes all the agencies carrying on the general business and the internal administration of the board. Of the seventy-six employees of the board on October 1, 1921, thirty-six were in the administrative group. It is composed of:

1. The Office of the Administrative Head
2. The Office of the Secretary and Chief Clerk
3. The Building Service
4. The Mails and Files Section
5. The Printing and Publication Section
6. The Office of the Editor and Statistician

Vocational Education Division. The Vocational Education Division, including twenty-seven employees, is divided into four services, which supervise the work done by the states under the Smith-Hughes Act and conduct the studies and investigations in that field. They are:

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1. Trade and Industrial Education Service
2. Agricultural Education Service
3. Home Economics Education Service
4. Commercial Education Service

For purposes of administration and supervision the country is divided into four regions:

The North Atlantic

Connecticut
Delaware
Maine
Maryland
Massachusetts
New Hampshire
New Jersey
New York
Ohio
Rhode Island
Pennsylvania
Vermont
West Virginia

The Southern

Alabama
Arkansas
Florida
Georgia
Louisiana
Mississippi
North Carolina
Oklahoma
South Carolina
Tennessee
Texas
Virginia

The Central

Illinois
Indiana
Iowa
Kansas
Kentucky
Michigan
Minnesota
Missouri
Nebraska
North Dakota
South Dakota
Wisconsin

The Pacific

Arizona
California
Colorado
Idaho
Montana
Nevada
New Mexico
Oregon
Utah
Washington
Wyoming

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The Trade and Industrial Education Service has an agent in each region and two special agents to whom no territory is assigned. One of the latter is for foremanship and instructor training, and the other is for girls and women. The Agricultural Education Service has an agent in each region and a special agent for colored schools. The Home Economics Education Service has two agents; one for the North Atlantic and Pacific regions, the other for the Southern and Central regions. The Commercial Education Service has only one agent in addition to the chief of the service. This agent is for Retail Selling Education and is assigned to no particular territory.

Civilian Rehabilitation Division. The Civilian Rehabilitation Division supervises the work done by the states under the Civilian Vocational Rehabilitation Act and conducts the studies and investigations in that field. There are nine employees in this division. For purposes of administration the country is divided into five regions; the North Atlantic, Southern, East Central, West Central, and Pacific. There is an agent assigned to each region. One of the agents is a specialist in the field of agricultural education, one in that of trade and industrial education, one in commercial education, one in labor and compensation, and the other in social service work. Besides these there is a medical adviser detailed from the United States Public Health Service to coöperate in medical and hospital relationships.

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APPENDIX I

OUTLINE OF ORGANIZATION

EXPLANATORY NOTE

The Outlines of Organization have for their purpose to make known in detail the organization and personnel possessed by the several services of the national government to which they relate. They have been prepared in accordance with the plan followed by the President's Commission on Economy and Efficiency in the preparation of its outlines of the organization of the United States government.[1] They differ from those outlines, however, in that whereas the Commission's report showed only organization units, the presentation herein has been carried far enough to show the personnel embraced in each unit.

These outlines are of value not merely as an effective means of making known the organization of the several services. If kept revised to date by the services, they constitute exceedingly important tools of administration. They permit the directing personnel to see at a glance the organization and personnel at their disposition. They establish definitely the line of administrative authority and enable each employee to know his place in the system. They furnish the essential basis for making plans for determining costs by organization division and subdivision. They afford the data for a consideration of the problem of classifying and standardizing personnel and compensation. Collectively, they make it possible to determine the number and location of organization divisions of any particular kind, as, for example, laboratories, libraries, blue-print rooms, or any other kind of plant pos-

[1] House Doc. 458, 62d. Congress, 2nd Session, 1912—2 vols.

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sessed by the national government, to what services they are attached and where they are located, or to determine what services are maintaining stations at any city or point in the United States. The Institute hopes that upon the completion of the present series, it will be able to prepare a complete classified statement of the technical and other facilities at the disposal of the government. The present monographs will then furnish the details regarding the organization, equipment, and work of the institutions so listed and classified.

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OUTLINE OF ORGANIZATION

FEDERAL BOARD FOR VOCATIONAL EDUCATION

October 1, 1921

Organization Units; Classes of Employees	*Number*	*Annual Salary Rate*
1. The Board		
The Secretary of Agriculture	1	
The Secretary of Commerce	1	
The Secretary of Labor	1	
The Commissioner of Education	1	
The member for Labor	1	$5,000
The member for Agriculture	1	5,000
The member for Manufacture and Commerce	(Vacancy)	5,000
Stenographer to the Three Citizen Members	1	1,560
2. Administrative Group		
1. Office of the Administrative Head		
Administrative Head	1	5,000
Secretary-Stenographer	1	1,800
Audit Clerk	1	1,600
2. Office of the Secretary and Chief Clerk		
Secretary and Chief Clerk	1	3,000
Assistant and Payroll Writer	1	1,800
Disbursing Officer	1	1,800
Stenographer	2	1,500
3. Building Service		
Superintendent of Building and Purchasing Agent	1	2,000
Engineer	1	1,720
Fireman	2	1,200
	1	900
Laborer	1	1,080
	1	960
Carpenter	1	960
Watchman	1	960
Elevator Operator	1	720
Charwoman	2	700
	2	600
Typewriter and Electrical Repairman	1	1,240
Telephone Operator	1	1,320
	1	1,120

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Organization Units; Classes of Employees	*Number*	*Annual Salary Rate*
Stock Clerk and Cost Accountant	1	1,800
Messenger	1	720
4. Mails and Files Section		
Chief of Mails and Files	1	2,000
Assistant	1	1,600
Messenger	1	1,000
5. Printing and Publication Section		
Chief of Section	1	2,100
Stenographer	1	1,600
Clerk	1	1,560
Mimeograph Operator	1	1,520
6. Office of Editor and Statistician		
Editor and Statistician	1	4,000
Auditor for State Accounts	1	1,800
3. Vocational Educational Division		
1. Trade and Industrial Education Service		
Chief of Service	1	5,000
Special Agent	2	4,000
	2	3,750
	2	3,500
Stenographer	3	1,600
2. Agricultural Education Service		
Chief of Service	1	4,500
Special Agent	2	4,000
	2	3,750
	1	3,500
Stenographer	2	1,600
	1	1,440
3. Home Economics Education Service		
Chief of Service	1	4,500
Special Agent	2	3,500
Stenographer	1	1,600
	1	1,500
4. Commercial Education Service		
Chief of Service	1	4,000
Special Agent	1	3,250
Stenographer	1	1,600
4. Civilian Rehabilitation Division		
Chief of Division	1	4,000
Special Agent	1	4,000
	3	3,500
Doctor	1	[a]
Secretary and Stenographer	1	1,800
Stenographer	3	1,600

[a] Detailed from Public Health Service.

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APPENDIX 2

CLASSIFICATION OF ACTIVITIES

Explanatory Note

The Classifications of Activities have for their purpose to list and classify in all practicable detail the specific activities engaged in by the several services of the national government. Such statements are of value from a number of standpoints. They furnish, in the first place, the most effective showing that can be made in brief compass of the character of the work performed by the service to which they relate. Secondly, they lay the basis for a system of accounting and reporting that will permit the showing of total expenditures classified according to activities. Finally, taken collectively, they make possible the preparation of a general or consolidated statement of the activities of the government as a whole. Such a statement will reveal in detail, not only what the government is doing, but the services in which the work is being performed. For example, one class of activities that would probably appear in such a classification is that of "scientific research." A subhead under this class would be "chemical research." Under this head would appear the specific lines of investigation under way and the services in which they were being prosecuted. It is hardly necessary to point out the value of such information in planning for future work and in considering the problem of the better distribution and coördination of the work of the government. The Institute contemplates attempting such a general listing and classification of the activities of the government upon the completion of the present series.

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Classification of Activities

1. In Vocational Education
   1. Supervision of Work Done by the States with Federal Grants
   2. Research
2. In Civilian Vocational Rehabilitation
   1. Supervision of Work Done by the States with Federal Grants
   2. Research

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APPENDIX 3

PUBLICATIONS[1]

Annual Reports. The Federal Board for Vocational Education is required by law to submit an annual report to Congress on the administration of the act and including the reports that the state boards for vocational education are required to make. These annual reports contain a wealth of statistics and other material on the work done by the states.

The Vocational Summary. From May, 1918, to July, 1921, the Federal Board for Vocational Education published the *Vocational Summary,* a small monthly magazine covering the board's activities in vocational education, industrial rehabilitation, and in the vocational rehabilitation of disabled soldiers.

Other Publications. The remaining publications of the Federal Board for Vocational Education, with the exception of a very few miscellaneous items, consist of the series of bulletins containing the results of research work. A complete list of those published up to October 1, 1921, is given below.

1. Statement of Policies.
2. Training Conscripted Men for Service as Radio and Buzzer Operators in the United States Army (International code).
3. Emergency Training in Shipbuilding—Evening and Part-time Classes for Shipyard Workers.
4. Mechanical and Technical Training for Conscripted Men (Air Division, U. S. Signal Corps).

[1] These publications can be obtained from the Federal Board for Vocational Education, Washington, D. C., as long as a supply is available. After their supply is exhausted it is possible in some cases to purchase copies from the Superintendent of Documents, Government Printing Office, Washington, D. C.

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5. Vocational Rehabilitation of Disabled Soldiers and Sailors.
6. Training of Teachers for Occupational Therapy for the Rehabilitation of Disabled Soldiers and Sailors.
7. Emergency War Training for Motor-Truck Drivers and Chauffeurs.
8. Emergency War Training for Machine-Shop Occupations, Blacksmithing, Sheet-Metal Working, and Pipe Fitting.
9. Emergency War Training for Electricians, Telephone Repairmen, Linemen, and Cable Splicers.
10. Emergency War Training for Gas-Engine, Motor-Car, and Motor-Cycle Repairmen.
11. Emergency War Training for Oxy-Acetylene Welders.
12. Emergency War Training for Airplane Mechanics—Engine Repairmen, Wood-workers, Riggers, and Sheet-Metal Workers.
13. Agricultural Education—Organization and Administration.
14. Reference Material for Vocational Agricultural Instruction.
15. The Evolution of National Systems of Vocational Reeducation for Disabled Soldiers and Sailors.
16. Emergency War Training for Radio Mechanics and Radio Operators.
17. Trade and Industrial Education—Organization and Administration.
18. Evening Industrial Schools.
19. Part-Time Trade and Industrial Schools.
20. Buildings and Equipment for Schools and Classes in Trade and Industrial Subjects.
21. The Home Project as a Phase of Vocational Agricultural Education.
22. Retail Selling.
23. Clothing for the Family.

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24. Vocational Education for Foreign Trade and Shipping. (In coöperation with the Bureau of Foreign and Domestic Commerce.)
25. Ward Occupations in Hospitals.
26. Agricultural Education—Some Problems in State Supervision.
27. The Training of Teachers of Vocational Agriculture.
28. Home Economics Education—Organization and Administration.
29. Treatment and Training for the Tuberculous.
30. Evening and Part-Time Schools in the Textile Industry of the Southern States.
31. Training Courses in Safety and Hygiene in the Building Trades.
32. The Agricultural and Industrial Community for Arrested Cases of Tuberculosis and Their Families.
33. Productive Vocational Workshops for the Rehabilitation of Tuberculosis and Otherwise Disabled Soldiers, Sailors, and Marines.
34. Commercial Education (Organization and Administration).
35. Use and Preparation of Food. (In coöperation with the Food Administration.)
36. Foreman Training Courses. Part I.
    Foreman Training Courses. Part II.
37. Survey of the Needs in the Field of Vocational Economics Education.
38. General Mining.
39. Coal-Mine Gases.
40. Coal-Mine Timbering.
41. Coal-Mine Ventilation.
42. Safety Lamps.
43. The Labor Audit. A Method of Industrial Investigation.
44. The Wage-Setting Process.
45. Job Specifications.
46. The Turnover of Labor.

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47. Industrial Accidents and Their Prevention.
48. Employment Management and Industrial Training.
49. The Selection and Placement of Employees.
50. Employment Management: Its Rise and Scope.
51. Bibliography of Employment Management.
52. Theory and Practice. Outlines of Instruction in Related Subjects for the Machinist's Trade (Including General Trade Subjects for certain other Occupations).
53. Lessons in Plant Production for Southern Schools. (In coöperation with the Department of Agriculture.)
54. Survey of Junior Commercial Occupations.
55. Compulsory Part-Time School Attendance Laws.
56. Lessons in Animal Production for Southern Schools. (In coöperation with the Department of Agriculture.)
57. Industrial Rehabilitation—A Statement of Policies to be Observed in the Administration of the Industrial Rehabilitation Act.
58. Trade and Industrial Education for Girls and Women.
59. A Tuberculosis Background for Advisers and Teachers.
60. Foremanship Courses vs. Instructor Training Courses.
61. Improving Foremanship.
62. Instructor Training.
63. A Unit Course in Poultry Husbandry. (In coöperation with the Department of Agriculture.)
64. Industrial Rehabilitation—General Administration and Case Procedure.
65. Child Care and Child Welfare. (In coöperation with the Children's Bureau.)
66. Bibliography on Vocational Guidance.
67. A Survey and Analysis of the Pottery Industry.
68. A Unit Course in Swine Husbandry (In coöperation with the Department of Agriculture).
69. Analysis of the Railway Boilermaker's Trade.
70. Industrial Rehabilitation—Services of Advisement and Coöperation.
71. The Home Project: Its Use in Homemaking Education.

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APPENDIX 4

LAWS

(A) Index to Laws

Creation
Federal Board for Vocational Education established — 39 Stat. L., 929 Sec. 6
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Positions established
Members of the board — 39 Stat. L., 929 Sec. 6
Such assistants as may be necessary — 39 Stat. L., 929 Sec. 6
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Members of the board — 39 Stat. L., 929 Sec. 6
Salaries
Members of the board — 39 Stat. L., 929 Sec. 6
Limitations on salaries paid under the Civilian Vocational Rehabilitation Act — 41 Stat. L., 735 Sec. 6
Appropriations
To the States
For the salaries of teachers, supervisors, or directors of Agricultural subjects — 39 Stat. L., 929 Sec. 2
For the salaries of teachers of trade, home economics and industrial subjects — 39 Stat. L., 929 Sec. 3
For teacher-training — 39 Stat. L., 929 Sec. 4
For the rehabilitation of persons disabled in industry or otherwise — 41 Stat. L., 735 Sec. 1
To the Federal Board for Vocational Education
For all purposes under the Vocational Education Act — 39 Stat. L., 929 Sec. 7
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Activities
Supervision in Vocational Education
Approval of State Plans — 39 Stat. L., 929 Sec. 8
Examination of the way in which the money is spent — 39 Stat. L., 929 Sec. 14
Unexpended portions to be deducted from next allotment — 39 Stat. L., 929 Sec. 15

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Allotments may be withheld	39	Stat. L.,	929	Sec. 16
Certification to the Secretary of the Treasury	39	Stat. L.,	939	Sec. 14
Supervision in civilian vocational rehabilitation				
Approval of state plans	41	Stat. L.,	735	Sec. 4
Examination of the way in which the money is spent	41	Stat. L.,	735	Sec. 4
Unexpended portions to be deducted from next allotment	41	Stat. L.,	735	Sec. 4
Allotments may be withheld	41	Stat. L.,	735	Sec. 4
Certification to the Secretary of the Treasury	41	Stat. L.,	735	Sec. 4
Coöperation with public or private agencies	41	Stat. L.,	735	Sec. 4
Empowered to receive gifts	41	Stat. L.,	735	Sec. 7
Research				
In vocational education	39	Stat. L.,	929	Sec. 6
In civilian vocational rehabilitation	41	Stat. L.,	735	Sec. 6
Annual Report				
In vocational education	39	Stat. L.,	929	Sec. 18
In civilian vocational rehabilitation	41	Stat. L.,	735	Sec. 5
Procedure Necessary on the part of the States				
In vocational education				
Acceptance of the act	39	Stat. L.,	929	Sec. 5
Designation of the state board	39	Stat. L.,	929	Sec. 5
Plans and reports to be submitted to the Federal Board	39	Stat. L.,	929	Sec. 8
An equal amount to be spent by the state	39	Stat. L.,	929	Sec. 9
Under the agricultural appropriation	39	Stat. L.,	929	Sec. 10
Under the trade and industrial appropriation	39	Stat. L.,	929	Sec. 11
Under the teacher training appropriation	39	Stat. L.,	929	Sec. 12
State Treasurers to be custodian of funds	39	Stat. L.,	929	Sec. 13
Any money lost to be replaced by the state	39	Stat. L.,	929	Sec. 17
In civilian vocational rehabilitation				
Acceptance of the act	41	Stat. L.,	735	Sec. 3
Designation of state board	41	Stat. L.,	735	Sec. 3
Plans and reports to be submitted to the Federal Board	41	Stat. L.,	735	Sec. 2
An equal amount to be spent by the state	41	Stat. L.,	735	Sec. 1
State Treasurer to be custodian of funds	41	Stat. L.,	735	Sec. 3
All courses to be open to disabled federal employees	41	Stat. L.,	735	Sec. 1

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(B) Compilation of Laws

1917—Act of Feb. 23, 1917 (39 Stat. L., 929)—An Act To provide for the promotion of vocational education; to provide for coöperation with the States in the promotion of such education in agriculture and the trades and industries; to provide for coöperation with the States in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditure.

[Sec. 1]. That there is hereby annually appropriated, out of any money in the Treasury not otherwise appropriated, the sums provided in sections two, three, and four of this Act, to be paid to the respective States for the purpose of coöperating with the States in paying the salaries of teachers, supervisors, and directors of agricultural subjects, and teachers of trade, home economics and industrial subjects, and in the preparation of teachers of agricultural, trade, industrial, and home economics subjects; and the sum provided for in section seven for the use of the Federal Board for Vocational Education for the administration of this Act and for the purpose of making studies, investigations, and reports to aid in the organization and conduct of vocational education, which sums shall be expended as hereinafter provided.

Sec. 2. That for the purpose of coöperating with the States in paying the salaries of teachers, supervisors, or directors of agricultural subjects there is hereby appropriated for the use of the States, subject to the provisions of this Act, for the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of $500,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of $750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of $1,000,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of $1,250,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of $1,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of $1,750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of $2,000,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-five, the sum of $2,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-six, and annually thereafter, the sum of $3,000,000. Said sums shall be allotted to the States in the proportion which their rural population bears to the total rural population in the United States, not including outlying possessions, according to the last preceding United States census: *Provided,* That the allotment of funds to any State shall be not less than a minimum of $5,000 for any fiscal year prior to and including the fiscal year ending June thirtieth, nineteen hundred and twenty-three, nor less than $10,000 for any fiscal year thereafter,

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and there is hereby appropriated the following sums, or so much thereof as may be necessary, which shall be used for the purpose of providing the minimum allotment to the States provided for in this section: For the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of $48,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of $34,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of $24,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of $18,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of $14,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of $11,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of $9,000; for the fiscal year ending June thirtieth, nineteen hundrd and twenty-five, the sum of $34,000; and annually thereafter the sum of $27,000.

SEC. 3. That for the purpose of coöperating with the States in paying the salaries of the teachers of trade, home economics, and industrial subjects there is hereby appropriated for the use of the States, for the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of $500,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of $750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of $1,000,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of $1,250,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of $1,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of $1,750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of $2,000,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-five, the sum of $2,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty six, the sum of $3,000,000; and annually thereafter the sum of $3,000,000. Said sums shall be allotted to the States in the proportion which their urban population bears to the total urban population in the United States, not including outlying possessions, according to the last preceding United States census: *Provided*, That the allotment of funds to any State shall be not less than a minimum of $5,000 for any fiscal year prior to and including the fiscal year ending June thirtieth, nineteen hundred and twenty-three, nor less than $10,000 for any fiscal year thereafter, and there is hereby appropriated the following sums, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotment to the States provided for in this section; For the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of $66,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of 46,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of $34,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of $28,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of $25,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of $22,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of $19,000; for the

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fiscal year ending June thirtieth, nineteen hundred and twenty-five, the sum of $56,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-six, and annually thereafter, the sum of $50,000.

That not more than twenty per centum of the money appropriated under this Act for the payment of salaries of teachers of trade, home economics, and industrial subjects, for any year, shall be expended for the salaries of teachers of home economics subjects.

SEC. 4. That for the purpose of coöperating with the States in preparing teachers, supervisors, and directors of agricultural subjects and teachers of trade and industrial and home economics subjects there is hereby appropriated for the use of the States for the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of $500,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of $700,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of $900,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, and annually thereafter, the sum of $1,000,000. Said sums shall be allotted to the States in the proportion which their population bears to the total population of the United States, not including outlying possessions, according to the last preceding United States census: *Provided*, That the allotment of funds to any State shall be not less than a minimum of $5,000 for any fiscal year prior to and including the fiscal year ending June thirtieth, nineteen hundred and nineteen, nor less than $10,000 for any fiscal year thereafter. And there is hereby appropriated the following sums, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotment provided for in this section: For the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of $46,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of $32,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of $24,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, and annually thereafter, the sum of $90,000.

SEC. 5. That in order to secure the benefits of the appropriations provided for in sections two, three, and four of this Act, any State shall, through the legislative authority thereof, accept the provisions of this Act and designate or create a State board, consisting of not less than three members, and having all necessary power to coöperate as herein provided, with the Federal Board for Vocational Education in the administration of the provisions of this Act. The State board of education, or other board having charge of the administration of public education in the State, or any State board having charge of the administration of any kind of vocational education in the State may, if the State so elect, be designated as the State board, for the purposes of this Act.

In any State the legislature of which does not meet in nineteen hundred and seventeen, if the governor of that State, so far as he is authorized to do so, shall accept the provisions of this Act, and designate or create a State board of not less than three members to act in coöperation with the Federal Board for Vocational Education, the Federal Board shall recognize such local board for the purposes of

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this Act until the legislature of such State meets in due course and has been in session sixty days.

Any State may accept the benefits of any one or more of the respective funds herein appropriated, and it may defer the acceptance of the benefits of any one or more of such funds, and shall be required to meet only the conditions relative to the fund or funds the benefits of which it has accepted: *Provided,* That after June thirtieth, nineteen hundred and twenty, no State shall receive any appropriation for salaries of teachers, supervisors, or directors of agricultural subjects, until it shall have taken advantage of at least the minimum amount appropriated for the training of teachers, supervisors, or directors of agricultural subjects, as provided for in this Act, and that after said date no State shall receive any appropriation for the salaries of teachers of trade, home economics, and industrial subjects until it shall have taken advantage of at least the minimum amount appropriated for the training of teachers of trade, home economics, and industrial subjects, as provided for in this Act.

SEC. 6. That a Federal Board for Vocational Education is hereby created, to consist of the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the United States Commissioner of Education, and three citizens of the United States to be appointed by the President, by and with the advice and consent of the Senate. One of the said three citizens shall be a representative of the manufacturing and commercial interests, one a representative of the agricultural interests, and one a representative of labor. The board shall elect annually one of its members as chairman. In the first instance, one of the citizen members shall be appointed for one year, one for two years, and one for three years, and thereafter for three years each. The members of the board other than the members of the Cabinet and the United States Commissioner of Education shall receive a salary of $5,000 per annum.

The board shall have power to coöperate with State boards in carrying out the provisions of this Act. It shall be the duty of the Federal Board for Vocational Education to make, or cause to have made studies, investigations, and reports, with particular reference to their use in aiding the States in the establishment of vocational schools and classes and in giving instruction in agriculture, trades and industries, commerce and commercial pursuits, and home economics. Such studies, investigations, and reports shall include agriculture and agricultural processes and requirements upon agricultural workers; trades, industries, and apprenticeships, trade and industrial requirements upon industrial workers, and classification of industrial processes and pursuits; commerce and commercial pursuits and requirements upon commercial workers; home management, domestic science, and the study of related facts and principles; and problems of administration of vocational schools and of courses of study and instruction in vocational subjects.

When the board deems it advisable such studies, investigations, and reports concerning agriculture, for the purposes of agricultural education, may be made in coöperation with or through the Department of Agriculture; such studies, investigations, and reports concerning trades and industries, for the purposes of trade and

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industrial education may be made in coöperation with or through the Department of Labor; such studies, investigations, and reports concerning commerce and commercial pursuits, for the purposes of commercial education, may be made in coöperation with or through the Department of Commerce; such studies, investigations, and reports concerning the administration of vocational schools, courses of study and instruction in vocational subjects, may be made in coöperation with or through the Bureau of Education.

The Commissioner of Education may make such recommendations to the board relative to the administration of this Act as he may from time to time deem advisable. It shall be the duty of the chairman of the board to carry out the rules, regulations, and decisions which the board may adopt. The Federal Board for Vocational Education shall have power to employ such assistants as may be necessary to carry out the provisions of this Act.

SEC. 7. That there is hereby appropriated to the Federal Board for Vocational Education the sum of $200,000 annually, to be available from and after the passage of this Act, for the purpose of making or coöperating in making the studies, investigations, and reports provided for in section six of this Act, and for the purpose of paying the salaries of the officers, the assistants, and such office and other expenses as the board may deem necessary to the execution and administration of this Act.

SEC. 8. That in order to secure the benefits of the appropriation for any purpose specified in this Act, the State board shall prepare plans, showing the kinds of vocational education for which it is proposed that the appropriation shall be used; the kinds of schools and equipment; courses of study; methods of instruction; qualifications of teachers; and, in the case of agricultural subjects, the qualifications of supervisors or directors; plans for the training of teachers; and, in the case of agricultural subjects, plans for the supervision of agricultural education, as provided for in section ten. Such plans shall be submitted by the State board to the Federal Board for Vocational education, and if the Federal board finds the same to be in conformity with the provisions and purposes of this Act, the same shall be approved. The State board shall make an annual report, to the Federal Board for Vocational Education, on or before September first of each year, on the work done in the State and the receipts and expenditures of money under the provisions of this Act.

* * * *

SEC. 14. That the Federal Board for Vocational Education shall annually ascertain whether the several States are using, or are prepared to use, the money received by them in accordance with the provisions of this Act. On or before the first day of January of each year the Federal Board for Vocational Education shall certify to the Secretary of the Treasury each State which has accepted the provisions of this Act and complied therewith, certifying the amounts which each State is entitled to receive under the provisions of this Act. Upon such certification the Secretary of the Treasury shall pay quarterly to the custodian for vocational education of each State the moneys to which it is entitled under the provisions of this Act.

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The moneys so received by the custodian for vocational education for any State shall be paid out on the requisition of the State board as reimbursement for expenditures already incurred to such schools as are approved by said State board, and are entitled to receive such moneys under the provisions of this Act.

* * * *

SEC. 18. That the Federal Board for Vocational Education shall make an annual report to Congress, on or before December first, on the administration of this Act and shall include in such report the reports made by the State boards on the administration of this Act by each State and the expenditure of the money allotted to each State

1920—Act of June 2, 1920 (41 Stat. L., 735)—An Act To provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment.

[SEC. 1]. That in order to provide for the promotion of vocational rehabilitation of persons disabled in industry or in any legitimate occupation and their return to civil employment there is hereby appropriated for the use of the States, subject to the provisions of this Act, for the purpose of coöperating with them in the maintenance of vocational rehabilitation of such disabled persons, and in returning vocationally rehabilitated persons to civil employment for the fiscal year ending June 30, 1921, the sum of $750,000; for the fiscal year ending June 30, 1922, and thereafter for a period of two years, the sum of $1,000,000 annually. Said sums shall be allotted to the States in the proportion which their population bears to the total population of the United States, not including Territories, outlying possessions, and the District of Columbia, according to the last preceding United States census: *Provided,* That the allotment of funds to any State shall not be less than a minimum of $5,000 for any fiscal year. And there is hereby appropriated the following sums, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotment to the States provided for in this section, for the fiscal year ending June 30, 1921, the sum of $46,000; for the fiscal year ending June 30, 1922, and annually thereafter, the sum of $34,000.

All moneys expended under the provisions of this Act from appropriations provided by section 1 shall be upon the condition (1) that for each dollar of Federal money expended there shall be expended in the State under the supervision and control of the State board at least an equal amount for the same purpose: *Provided,* That no portion of the appropriation made by this Act shall be used by any institution for handicapped persons except for the special training of such individuals entitled to the benefits of this Act as shall be determined by the Federal board; (2) that the State board shall annually submit to the Federal board for approval plans showing (a) the kinds of vocational rehabilitation and schemes of placement for

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which it is proposed the appropriation shall be used; (b) the plan of administration and supervision; (c) courses of study; (d) methods of instruction; (e) qualification of teachers, supervisors, directors, and other necessary administrative officers or employees; (f) plans for the training of teachers, supervisors, and directors; (3) that the State board shall make an annual report to the Federal board on or before September 1 of each year on the work done in the State and on the receipts and expenditures of money under the provisions of this Act; (4) that no portion of any moneys appropriated by this Act for the benefit of the States shall be applied, directly or indirectly, to the purchase, preservation, erection, or repair of any building or buildings or equipment, or for the purchase or rental of any lands; (5) that all courses for vocational rehabilitation given under the supervision and control of the State board and all courses for vocational rehabilitation maintained shall be available, under such rules and regulations as the Federal board shall prescribe, to any civil employee of the United States disabled while in the performance of his duty.

SEC. 2. That for the purpose of this Act the term "persons disabled" shall be construed to mean any person who, by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury, or disease, is, or may be expected to be totally or partially incapacitated for remunerative occupation; the term "rehabilitation" shall be construed to mean the rendering of a person disabled fit to engage in a remunerative occupation.

SEC. 3. That in order to secure the benefits of the appropriations provided by section 1 any State shall, through the legislative authority thereof, (1) accept the provisions of this Act; (2) empower and direct the board designated or created as the State board for vocational education to coöperate in the administration of the provisions of the Vocational Education Act, approved February 23, 1917, to coöperate as herein provided with the Federal Board for Vocational Education in the administration of the provisions of this Act; (3) in those States where a State workmen's compensation board, or other State board, department, or agency exists, charged with the administration of the State workmen's compensation or liability laws, the legislature shall provide that a plan of coöperation be formulated between such State board, department, or agency, and the State board charged with the administration of this Act, such plan to be effective when approved by the governor of the State; (4) provide for the supervision and support of the courses of vocational rehabilitation to be provided by the State board in carrying out the provisions of this Act; (5) appoint as custodian for said appropriations its State treasurer, who shall receive and provide for the proper custody and disbursement of all money paid to the State from said appropriations. In any State the legislature of which does not meet in regular session between the date of the passage of this Act and December 31, 1920, if the governor of that State shall accept the provisions of this Act, such State shall be entitled to the benefits of this Act until the legislature of such State meets in due course and has been in session sixty days.

SEC. 4. That the Federal Board for Vocational Education shall have power to coöperate with State boards in carrying out the pur-

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poses and provisions of this Act, and is hereby authorized to make and establish, such rules and regulations as may be necessary or appropriate to carry into effect the provisions of this Act; to provide for the vocational rehabilitation of disabled persons and their return to civil employment and to coöperate, for the purpose of carrying out the provisions of this Act, with such public and private agencies as it may deem advisable. It shall be the duty of said board (1) to examine plans submitted by the State boards and approve the same if believed to be feasible and found to be in conformity with the provisions and purposes of this Act; (2) to ascertain annually whether the several States are using or are prepared to use the money received by them in accordance with the provisions of this Act; (3) to certify on or before the 1st day of January of each year to the Secretary of the Treasury each State which has accepted the provisions of this Act and complied therewith, together with the amount which each is entitled to receive under the provisions of this Act; (4) to deduct from the next succeeding allotment to any State whenever any portion of the fund annually allotted has not been expended for the purpose provided for in this Act a sum equal to such unexpended portion; (5) to withhold the allotment of moneys to any State whenever it shall be determined that moneys allotted are not being expended for the purposes and conditions of this Act; (6) to require the replacement by withholding subsequent allotments of any portion of the moneys received by the custodian of any State under this Act that any action or contingency is diminished or lost: *Provided,* That if any allotment is withheld from any State, the State board of such State may appeal to the Congress of the United States, and if the Congress shall not, within one year from the time of said appeal, direct such sum to be paid, it shall be covered into the Treasury.

SEC. 5. That the Secretary of the Treasury, upon the certification of the Federal board as provided in this Act, shall pay quarterly to the custodian of each State appointed as herein provided the moneys to which it is entitled under the provisions of this Act. The money so received by the custodian for any State shall be paid out on the requisition of the State board as reimbursement for services already rendered or expenditures already incurred and approved by said State board. The Federal Board for Vocational Education shall make an annual report to the Congress on or before December 1 on the administration of this Act and shall include in such report the reports made by the State boards on the administration of this Act by each State and the expenditure of the money allotted to each State.

SEC. 6. That there is hereby appropriated to the Federal Board for Vocational Education the sum of $75,000 annually for a period of four years for the purpose of making studies, investigations, and reports regarding the vocational rehabilitation of disabled persons and their placements in suitable or gainful occupations, and for the administrative expenses of said board incident to performing the duties imposed by this Act, including salaries of such assistants, experts, clerks, and other employees, in the District of Columbia or elsewhere as the board may deem necessary, actual traveling and other necessary expenses incurred by the members of the board and by its employees under its orders, including attendance at meetings

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of educational associations and other organizations, rent and equipment of offices in the District of Columbia, and elsewhere, purchase of books of reference, law books, and periodicals, stationery, typewriters and exchange thereof, miscellaneous supplies, postage on foreign mail, printing and binding to be done at the Government Printing Office, and all other necessary expenses.

A full report of all expenses under this section, including names of all employees and salaries paid them, traveling expenses and other expenses incurred by each and every employee and by members of the board, shall be submitted annually to Congress by the board.

No salaries shall paid out of the fund provided in this section in excess of the following amounts: At the rate of $5,000 per annum, to not more than one person; at the rate of $4,000 per annum each, to not more than four persons; at the rate of $3,500 per annum each, to not more than five persons; and no other employee shall receive compensation at a rate in excess of $2,500 per annum: *Provided,* That no person receiving compensation at less than $3,500 per annum shall receive in excess of the amount of compensation paid in the regular departments of the Government for like or similar services.

SEC. 7. That the Federal Board for Vocational Education is hereby authorized and empowered to receive such gifts and donations from either public or private sources as may be offered unconditionally. All moneys received as gifts or donations shall be paid into the Treasury of the United States, and shall constitute a permanent fund, to be called the "Special fund for vocational rehabilitation of disabled persons," to be used under the direction of the said board to defray the expenses of providing and maintaining courses of vocational rehabilitation in special cases, including the payment of necessary expenses of persons undergoing training. A full report of all gifts and donations offered and accepted, together with the names of the donors and the respective amounts contributed by each, and all disbursements therefrom shall be submitted annually to Congress by said board: *Provided,* That no discrimination shall be made or permitted for or against any person or persons who are entitled to the benefits of this Act because of membership or nonmembership in any industrial, fraternal, or private organization of any kind under a penalty of $200 for every violation thereof.

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APPENDIX 5

FINANCIAL STATEMENT

EXPLANATORY NOTE

Statements showing appropriations, receipts, expenditures and other financial data for a series of years constitute the most effective single means of exhibiting the growth and development of a service. Due to the fact that Congress has adopted no uniform plan of appropriation for the several services and that the latter employ no uniform plan in respect to the recording and reporting of their receipts and expenditures, it is impossible to present data of this character according to any standard scheme of presentation. In the case of some services the administrative reports contain tables showing financial conditions and operations of the service in considerable detail; in other financial data are almost wholly lacking. Careful study has in all cases been made of such data as are available, and the effort has been made to present the results in such a form as will exhibit the financial operations of the services in the most effective way that circumstances permit.

The appropriations to the Federal Board for Vocational Education for coöperative vocational education in agriculture, home economics and industry, and for the training of teachers were included in the act of February 23, 1917 (39 Stat. L., 929). The act specified the amounts to be available for the fiscal years 1918 to 1926, inclusive, and for an indefinite period, annually thereafter. The appropriations for the work in civilian vocational rehabilitation for the fiscal years 1921 to 1924, inclusive, were included in the act of June 2, 1920 (40 Stat. L., 735). The expenditures in the following statement are figured on the cash basis and represent, therefore, the amounts expended out of specific appropriations during the current fiscal years only.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION

* Appropriations and Expenditures: Fiscal Years 1918 to 1921 Inclusive, and Appropriations Annually Thereafter

Fiscal Year	Salaries and Expenses Federal Board		Coöperative Vocational Education in Agriculture		Coöperative Vocational Education, Home Economics and Industry	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
1917	$ 200,000.00	[a]	.....	.....	.....	.....
1918	200,000.00	$ 199,172.96	$ 548,000.00	$ 273,587.68	$ 566,000.00	$ 365,812.46
1919	200,000.00	[b] 200,000.00	784,000.00	528,679.13	796,000.00	607,144.66
1920	200,000.00	[b] 200,000.00	1,024,000.00	889,886.31	1,034,000.00	855,725.03
1921	[c] 275,000.00	249,426.63	1,268,000.00	1,192,644.73	1,278,000.00	1,204,560.12
1922	[c] 275,000.00		1,514,000.00		1,525,000.00	
1923	[c] 275,000.00		1,761,000.00		1,772,000.00	
1924	[c] 275,000.00		2,000,000.00		2,019,000.00	
1925	200,000.00		2,534,000.00		2,556,000.00	
1926	200,000.00		3,027,000.00		3,050,000.00	
Annually Thereafter	200,000.00		3,027,000.00		3,050,000.00	

Fiscal Year	Coöperative Vocational Education, Training Teachers, etc.		Civilian Vocational Rehabilitation		Total	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
1917	.....	.....	.....	.....	$ 200,000.00	[a]
1918	$ 546,000.00	$ 190,726.83	.....	.....	1,860,000.00	$1,029,399.92
1919	732,000.00	422,632.77	.....	.....	2,512,000.00	1,758,456.56
1920	924,000.00	739,003.98	.....	.....	3,182,000.00	2,674,615.32
1921	1,090,000.00	969,399.69	796,000.00	89,458.98	4,707,000.00	3,705,490.15
1922	1,090,000.00		1,034,000.00		5,438,000.00	
1923	1,090,000.00		1,034,000.00		5,932,000.00	
1924	1,090,000.00		1,034,000.00		6,418,000.00	
1925	1,090,000.00				6,380,000.00	
1926	1,090,000.00				4,667,000.00	
Annually Thereafter	1,090,000.00				7,367,000.00	

* Data from Annual Reports, Federal Board.

[a] Board not organized until beginning of fiscal year 1918.

[b] Exact figures not available; approximately entire appropriation spent.

[c] Includes $75,000 salaries and expenses "civilian vocational rehabilitation."

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APPENDIX 6

BIBLIOGRAPHY [1]

FEDERAL BOARD FOR VOCATIONAL EDUCATION

Explanatory Note

The bibliographies appended to the several monographs aim to list only those works which deal directly with the service to which they relate, their history, activities, organization, methods of business, problems, etc. They are intended primarily to meet the needs of those persons who desire to make a further study of the services from an administrative standpoint. They thus do not include the titles of publications of the services themselves, except in so far as they treat of the services, their work and problems. Nor do they include books or articles dealing merely with technical features other than administrative of the work of the services. In a few cases explanatory notes have been appended where it was thought they would aid in making known the character of value of the publication to which they relate.

After the completion of the series the bibliographies may be assembled and separately published as a bibliography of the Administrative Branch of the National Government.

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1 Compiled by M. Alice Matthews.

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["The Committee recommends that any technical education of the workers in trade and industry being a public necessity, it should not be a private but a public function, conducted by the public and the expense involved at public cost." The American federation of labor, in its annual convention, 1912, commended the Page bill then before Congress]

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[Emphasis on need of national aid to the states in vocational education]

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[The Association, in its 1912 meeting, pledged its support to certain principles of educational betterment which included "thoroughgoing systems of industrial education"]

National education association of the United States. Journal of proceedings and addresses of the . . . annual meeting . . . Albany, N. Y. 1858—

[Many papers on industrial and vocational education and need of federal aid are to be found in these proceedings]

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National society for the promotion of industrial education. Bulletin, no. 1—[Asbury Park, N. J., 1907]—

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[The Bulletins deal with various phases of industrial education and certain numbers are devoted to the proceedings of the annual meetings]

—— Federal and state-aided vocational education. New York City, May, 1917. 59 p.

Contents: The states and the vocational education act. State boards for administering the vocational education act. Extent of state-aided vocational education. Schools training vocational teachers.

—— Industrial education . . . Communication from C. R. Richards, president of the National society for the promotion of industrial education, transmitting reports by a committee of the Society on the subject, together with resolutions urging upon Congress an appropriation to enable the Department of education to develop schools for industrial training . . . [Washington, Govt. print. off., 1910] 8 p. ([U. S.] 61st Cong., 2d sess. Senate Doc. 516) Serial 5659

[Includes Preliminary report of the Committee of ten, H. S. Pritchett chairman, submitted at the second annual meeting of the Society, Nov. 19–21, 1908, and Final report, submitted at third annual meeting, Dec. 2–4, 1909]

—— Problems of administering the federal act for vocational education. New York, 1918. 83 p. (*Its* Bulletin, no. 96)

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[One purpose of the National society for the promotion of industrial education was "to aid in bringing about national legislation in favor of industrial education." Its Proceedings, therefore, contain many arguments in favor of national aid]

—— The selection and training of teachers for state-aid industrial schools for boys and men. New York, 1914. 112 p. (*Its* Bulletin, no. 19. Revised 1917)

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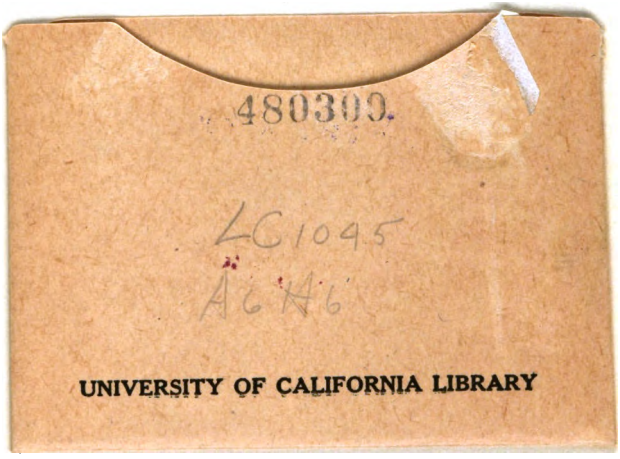
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